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Comprehensive review of the whole question of peacekeeping operations in all their aspects

Implementation of the recommendations of the Special Committee on Peacekeeping Operations

Report of the Secretary-General

Summary

In its 2008 report, the Special Committee on Peacekeeping Operations requested the Secretary-General to submit a report on progress made in the implementation of the recommendations contained therein. The present report outlines progress made in implementing those recommendations dividing the challenges facing United Nations peacekeeping today into three areas: (a) to deliver adequate resources and guidance to the 18 current operations — including Darfur and Chad/Central African Republic still under deployment; (b) to finalize the restructuring of the Department of Peacekeeping Operations and the Department of Field Support as approved by the General Assembly; and (c) to continue the broad reforms and strengthening of United Nations peacekeeping, as set out in the Peace Operations 2010 plan.

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I. Introduction

1. In the year since my last report to the Special Committee on Peacekeeping Operations (A/62/627 and Add.1), the surge in demand for United Nations peacekeeping has continued unabated. Today the Department of Peacekeeping Operations, with the support of the Department of Field Support, manages 18 operations deployed across five continents. These operations comprise 140,000 authorized personnel, of which 110,000 are currently deployed, including 78,000 military, 12,000 police and 23,500 civilians and a total budget of 7.2 billion United States dollars ($). Eleven of these operations have been either deployed or strengthened in the past five years. Two operations have been deployed during 2008, to Darfur and Chad/Central African Republic, and these deployments are still ongoing. During the reporting period, the United Nations Mission in Ethiopia and Eritrea (UNMEE) operation ended, and the United Nations Integrated Office in Sierra Leone (UNIOSIL) transitioned to the United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL), which is managed by the Department of Political Affairs. Other missions are on a downsizing trend, such as the United Nations Interim Administration Mission in Kosovo (UNMIK) and the United Nations Mission in Liberia (UNMIL). Looking forward, it is clear that the first quarter of 2009 will see the overall trend of heightened activity continue, with the handover of the European Union Force (EUFOR) operation to the United Nations Mission in the Central African Republic and Chad (MINURCAT), the deployment of reinforcements for the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC), and the ongoing deployment of the African Union-United Nations Hybrid Operation in Darfur (UNAMID) and the search for an appropriate response to the complex challenges in Somalia.

2. This scale of deployment is matched by the equally significant scope and complexity of modern peacekeeping mandates. United Nations peacekeepers are engaged in a huge range of tasks, including, inter alia, supporting political dialogue between parties, assisting national Governments to extend State authority and the rule of law, advising and supporting disarmament, demobilization and reintegration programmes and ensuring the protection of civilians. United Nations peacekeeping missions work with the United Nations system and other partners on the ground to deliver integrated reconstruction and early recovery assistance and support donor coordination. Some missions support local efforts to reform the armed forces and police. Many are charged with helping to strengthen national capacities to promote and protect human rights. All work to mainstream gender-sensitive policies into their mandate implementation.

3. A number of Department of Peacekeeping Operations-led missions faced stern tests in 2008, including UNAMID in Darfur, the United Nations Assistance Mission in Afghanistan (UNAMA) and MONUC in the Democratic Republic of Congo, where conflict continued on the ground and progress on the security, political and reconstruction fronts remained fragile. Still other missions continue to face security and heavy peacebuilding challenges, such as the United Nations Stabilization Mission in Haiti (MINUSTAH) where recent advances were set back by the devastating impact of successive hurricanes and the global financial and food crises, the United Nations Mission in the Sudan (UNMIS) in the Abyei area, where a major escalation between the two signatories of the comprehensive peace agreement resulted in the destruction of Abyei town and the displacement of the area's entire

population of about 50,000, and the United Nations Integrated Mission in Timor-Leste (UNMIT), which continued to provide executive policing support while supporting the national Government's peacebuilding efforts. In other countries, peacekeeping missions continued to support progress in peace processes and emergence from conflicts. In Chad, for example, MINURCAT assisted the Government to establish a new national police unit to maintain law and order in refugee and internally displaced person sites. In Lebanon, the United Nations Interim Force in Lebanon (UNIFIL) assisted the Lebanese Armed Forces to extend State authority and security throughout the south. The presence of peacekeeping operations continued to contribute to building confidence among the parties on the ground. In Kosovo, UNMIK is going through a reconfiguration process which was driven by the changing political circumstances on the ground, and is being accompanied by the assumption of an operational role by the European Union in the rule of law sector, under the overall authority of the United Nations. Throughout these adaptations, UNMIK has maintained its neutrality vis-à-vis Kosovo's status, helping to ensure peace and stability on the ground. Traditional peacekeeping operations continue to play a valuable role, their presence helping to maintain confidence among the parties on the ground.

4. Against this large-scale and broad scope of activity and challenging operational environment, United Nations peacekeeping has faced difficulties in finding the resources necessary to fulfil its mandates. Helicopters critical to operational effectiveness of UNAMID have not been found. Troops for new deployments are increasingly difficult to generate, in particular with regard to niche and enabling capabilities and force multipliers. Furthermore, the mobilization of highly skilled yet geographically diverse and gender-balanced civilian workforces continues to be a challenge.

5. While continuing to deliver support to their 18 operations on the ground, the Department of Peacekeeping Operations and the Department of Field Support have also worked through 2008 to strengthen the instrument of United Nations peacekeeping. Completing the restructuring of the two Departments, authorized by the General Assembly in its resolution 61/279, in the midst of a very high operational tempo was a major priority for 2008, and substantial progress was made to that end. The present report outlines that progress in section II. In section III, it also provides information on progress made in strengthening and reforming the areas of peacekeeping under the Peace Operations 2010 agenda in the areas of personnel, doctrine, partnerships, resources and organization.

II. Status of implementation of the restructuring of peacekeeping

6. Since the approval of the reform proposals by the General Assembly in July 2007 (resolution 61/279), the restructuring of the Department of Peacekeeping Operations and the establishment of the Department of Field Support have remained central to the United Nations peacekeeping agenda. These restructuring measures are nearing completion. They include structural change to respond to the magnitude and complexity of field operations; the creation of new capacities to meet the increased operational demands; the redistribution of functions across departments and rationalization of roles and responsibilities; and significant strengthening of capacities at the leadership, senior management, and working levels in order to meet the surge in demand for peacekeeping.

7. Structural changes have been fully implemented, including: the restructuring of the Department of Peacekeeping Operations into two departments, with the creation of the Department of Field Support; the creation of the Office of Rule of Law and Security Institutions, which integrated police, judicial, corrections, disarmament, demobilization and reintegration, mine action and security sector reform structures; the reconfiguration of the Africa Division in the Office of Operations into two divisions; the establishment of integrated operational teams comprising political officers and military, police, administrative, and support specialists within the regional divisions of the Office of Operations; and, the creation of the Policy, Evaluation and Training Division.

8. The newly approved capacities have been established: the Chief of Staff, who directs the shared Department of Peacekeeping Operations-Department of Field Support Executive Office, Registry, Peacekeeping Information Management capacity, and the Situation Centre; a Public Affairs Section in the Office of the Under-Secretary-General, Department of Peacekeeping Operations; the Integrated Mission Planning Capacity in the Office of Operations; security sector reform capacity in the Office of Rule of Law and Security Institutions; and evaluation and partnership capacities in the Policy, Evaluation and Training Division. In addition, appointments to newly established leadership and senior management positions have been made. The strengthening of capacities in both Departments is nearing completion with the selection of staff to 147 out of the 152 positions authorized by the General Assembly. The recruitment of the remaining positions, as well as all positions subsequently authorized by the General Assembly for the strengthening of the Office of Military Affairs, continues to be a priority.

9. The common goals and interlinked mandates of the Department of Peacekeeping Operations and the Department of Field Support require that they function in a coherent way at all levels of activity. Therefore, ensuring unity of command and integration of effort has been a central element of the restructuring process.

10. Forums established at the strategic and policy levels to facilitate Department of Peacekeeping Operations-Department of Field Support integration have given priority to restructuring and strategic planning, while joint operational structures have focused on mission-specific issues in an integrated manner. In 2009, joint Department of Peacekeeping Operations and Department of Field Support policy development or review priorities include: integrated mission planning, mission start-up, field support doctrine, management and integration doctrine, and security in peacekeeping operations. In the months ahead, the two Departments will also launch a forward-looking analysis of challenges facing United Nations peacekeeping in the medium-term to help to identify approaches that would minimize risk and maximize the effectiveness of United Nations peacekeeping operations.

Office of Operations

11. The Office of Operations continues to be headed at the Assistant Secretary-General level. The capacity of the Office has been enhanced with the reorganization of the Africa Division into two, the establishment of integrated operational teams, and an integrated mission planning capacity. The role of the Office of Operations continues to be to provide political, strategic, policy and operational guidance and support to the missions.

12. The integrated operational teams are the principal structure for integration of operational guidance and support to field missions on cross-cutting issues. The teams have represented one of the more significant challenges of restructuring. Since my last report, all seven integrated operational teams in the Office of Operations have been established. With the benefit of a real-time "lessons learned" exercise, conducted by the Policy, Evaluation and Training Division during the start-up phase of the Darfur integrated operational team, a workplan was developed to support the formation and establishment of integrated operational teams, giving emphasis to recruitment, guidance, training, information management, and work process improvement.

13. Following the progressive establishment of the integrated operational teams, an internal stocktaking in August 2008 identified and addressed the early challenges faced by the teams. The exercise highlighted a number of issues: (a) inconsistent perceptions on reporting lines of integrated operational team specialists, given the decision to staff and budget such specialists within their functional areas rather than the Office of Operations where the integrated operational team structures are located; (b) the accommodation of fewer resources than requested for the teams has resulted in the creation of three models. There are integrated operational teams dedicated to a specific mission, teams that cover several missions, and teams that cover several missions and must share specialist staff with another team in the same regional division. As a result, decisions on integrated operational team configuration and guidance developed for the management and operation of the teams have not been universally applicable, but are rather reflective of an assessment of the operational imperatives created by resource limitations; (c) difficulties in identifying candidates with the required profile have resulted in significant delays in filling specialist officer positions, and therefore the establishment and functioning of the integrated operational teams. In the case of seconded officers, there has been a need for significant on-the-job training within their specialist functional areas in the Department prior to their deployment to the integrated operational teams. The stocktaking also revealed a lack of consistency in functions, empowerment, authority and delivery of work by the integrated operational team officers.

14. A more formal and extensive evaluation of the integrated operational teams is currently being concluded by the Department of Peacekeeping Operations Evaluation Team. Initial findings indicate general agreement on the merits of the integrated operational team structure in allowing integrated guidance and support to missions on cross-cutting issues through a single, integrated entity. The greatest value is perceived to be in the integration of planning and support to mission start-ups, as well as greater responsiveness and coherence during upsurges in mission activity and crisis response. Benefits have been less tangible for stable missions, where relationships between specialist functional areas and field missions, as well as Member States are well established but a capacity to respond rapidly to crises is a constant necessity. It is inevitable that the degree of structural change undertaken to establish the integrated operational teams will require mid-course adjustments to ensure the successful accomplishment of their objectives.

15. During 2008, guidance and standard operating procedures have been developed on core work processes and a manual for integrated operational teams is due to be completed. Training in core functions, such as reporting, monitoring and analysis, has also been provided. Teambuilding, induction and specialist training exercises have been undertaken with each team. In addition, quarterly induction

briefings have been conducted by the Office of Operations to facilitate the integration of new staff members. To address these issues, the Integrated Operational Team Working Group has made the development of guiding principles for the teams a priority, as well as creation of a revised and consolidated matrix on the broad division of labour between teams and specialist functional areas. The terms of reference for the integrated operational teams are currently under revision, and a review of their configuration will take place in early 2009. More emphasis will also be given during the coming year to streamlining integrated operational team work processes and interactions with other relevant departments within the Secretariat as well as with missions in the field and Member States.

16. A number of resources shared by the Department of Peacekeeping Operations and the Department of Field Support have also ensured unity of effort and organizational coherence, while supporting efficiency. These include: the Office of the Chief of Staff; the information management capacity within the Office of the Chief of Staff; the Situation Centre; as of January 2009, the Registry; the Executive Office; the Policy, Evaluation and Training Division and the Public Affairs Section integrates communications and manages media relations, publicity and external relations.

17. In the Department of Field Support, the Office of the Under-Secretary-General is introducing and coordinating a risk management approach in the planning and management of field operations; the Senior Leadership Appointments Section provides secretariat functions for Department of Peacekeeping Operations and Department of Field Support vacancy management and succession planning for senior leadership appointments in field operations; the Conduct and Discipline Unit develops and oversees the implementation of policies and procedures to promote good conduct and discipline by all categories of personnel; and the focal point for audit and boards of inquiry coordinates and ensures follow-up in addressing audit findings and implementing recommendations.

18. Essential to unity of effort and coherence and the effectiveness of integrated structures is the improvement of work processes. In February 2008, the Departments of Peacekeeping Operations, Field Support and Management launched a Business Process Improvement Initiative to streamline and improve work processes and develop capacity to contribute to continuous organizational improvement. Following a needs assessment, priority has been given to the broad areas of planning, personnel, and procurement. The first phase of the Initiative, comprising 10 improvement projects, was launched in September 2008 and is due to be completed in February 2009. To facilitate project implementation, the Initiative is supported by the Lean Six Sigma Capacity-Building programme, which comprises concepts and tools, as well as a rigorous methodology to significantly improve the efficiency and effectiveness of work processes.

19. Information management also plays an important role in the integration, collaboration and efficiency of work processes within the Department of Peacekeeping Operations and the Department of Field Support. Their joint Information Management Committee has given priority to coordination of initiatives that support the integration of information between the two Departments as well as information from the field. These include: the development or revision of Department of Peacekeeping Operations/Department of Field Support governance of information management, at the strategic, policy and procedural levels, to ensure the

proper handling, access, and sharing of information; the Strategic Management System — a framework for the collection, integration, and access to select operational information in support of both Departments and field decision-making; enhancements to the peace operations Intranet to facilitate the contribution of mission content from and in support of field operations and collaboration and task management tools to facilitate the functioning of the integrated operational teams.

20. To ensure that the integration of Headquarters on field planning processes has ongoing impact, work on the integrated mission planning process methodology has focused on the completion of a guidance package by mid-2009 that operationalizes the 2006 integrated mission planning process internal guidelines endorsed by the Secretary-General. The Department of Peacekeeping Operations has designated the Assistant Secretary-General for Peacekeeping Operations to lead the process within the Secretariat in close cooperation with the United Nations system agencies, funds and programmes.

21. The guidance package will include modules covering strategic assessment, the role of Headquarters, and the role of the field. A key requirement identified by the Secretary-General is for field missions to complete an integrated strategic framework as a mechanism to establish joint priorities for the United Nations field mission and the United Nations country team. The field level guidelines will be enriched with examples of innovations in planning and implementation of integration currently under way in some missions. Following the release of the guidance package in mid-2009, the focus will be on planning and resourcing a training initiative on the integrated mission planning process with all the key partners, including Member States.

Office of Military Affairs

22. The implementation of the strengthening of the Office of Military Affairs is ongoing, as approved by the General Assembly, which allocated 45 additional posts in the support account budget for 2008/2009. Six of those posts will be placed in the Department of Field Support to ensure integration of logistical support, while the remainder are to be deployed within the existing Office of Military Affairs structure. In order to effect this strengthening, the recruitment process commenced immediately with the intention to conclude it by mid-2009.

23. This increase in staff will enable the Office of Military Affairs to carry out its task more effectively and efficiently with enhanced capacity to plan, generate and monitor the military components of peacekeeping operations, as well as to liaise closely with troop-contributing countries. A strengthened Office of Military Affairs will allow for better strategic and operational planning, including comprehensive field assessments and contingencies for current and new peacekeeping operations. The Office of Military Affairs will also improve its capacity and ability to support and guide military operations in the field. It will also be able to provide additional tasks such as developing policy and doctrine documents and undertaking military situation assessments vested in the Office of the Military Adviser and carrying out the operational advisory functions vested in the Military Planning Service. These functions should be available by late 2009, allowing the necessary induction time for newly recruited officers. For the strengthening of the Office of Military Affairs to be successfully completed within the above outlined timeframe, it will be essential to receive sufficient funding and applications from qualified candidates.

Office of Rule of Law and Security Institutions

24. The Office of Rule of Law and Security Institutions was established within the Department for Peacekeeping Operations in 2007 in response to the needs identified in the report of the United Nations Panel on Peace Operations (A/55/305-S/2000/809). Its structure is designed to ensure that complex peace operations take a holistic approach to policing and law enforcement, building judicial, legal and corrections capacities, addressing the threat posed by landmines and explosive remnants of war and conducting disarmament, demobilization and reintegration and security sector reform programmes in collaboration with national authorities.

25. To support early inclusion of these key initiatives in mission planning and start-up on the ground, the Office has initiated targeted approaches to support recruitment and rapid deployment of qualified personnel. The security sector reform capacity has developed a roster of specialists and has contacted Member States for candidates and support. The Criminal Law and Judicial Advisory Section, the disarmament, demobilization and reintegration section and the security sector reform capacity are working with the Department of Field Support to improve cooperation on roster management and outreach.

26. To further strengthen the ability of the United Nations to deliver on rule of law mandates in a timely and adequate manner, the Criminal Law and Judicial Advisory Section and the Police Division are working to deliver predeployment training to judicial, corrections and police officers, respectively. The Police Division is developing guidance on temporary detentions in United Nations peacekeeping operations. The Section is developing and updating guidelines on the activities of justice and corrections components in peace operations and finalizing a standardized methodology for reviewing the work of these components. Guidelines for the administration of United Nations corrections officers on assignment to peacekeeping operations are also under development. The Disarmament, Demobilization and Reintegration Section is expanding the system-wide Integrated Disarmament, Demobilization and Reintegration Standards to address the nexus between disarmament, demobilization and reintegration and security sector reform, as well as disarmament, demobilization and reintegration and transitional justice. To ensure internal coordination and cohesion within the Secretariat and with United Nations partners, the Office of the Rule of Law and Security Institutions is actively engaged in a wide range of sectoral and inter-agency coordination mechanisms.

27. During 2008, the Police Division provided operational support and guidance to approximately 12,000 United Nations police officers including formed police units. It supported the deployment of an increasing number of formed police units to many field operations including in Haiti, Liberia, the Democratic Republic of the Congo and Darfur. The Police Division has also forged and explored strategic and operational partnerships to ensure successful implementation of mission mandates. The Division has developed and reviewed a series of guidelines, directives and standard operating procedures for Headquarters and field operations in order to facilitate the implementation of respective mission mandates.

28. The Standing Police Capacity, an element of the Police Division, completed its first assignment to the United Nations mission in Chad in late 2007, leading the start-up of the mission's police component and supporting a training programme for a Chadian police service to provide law and order in refugee and internally displaced person sites. The Standing Police Capacity also assisted the mission in

Timor-Leste by advising on transition of law and order responsibilities to the national police. In addition, it undertook brief assessments in support of other missions.

29. In 2008, the security sector reform capacity's priorities included the provision of operational support to the missions in Burundi, Côte d'Ivoire, the Democratic Republic of the Congo, Liberia, the Sudan and Timor-Leste, and the development of strategic security sector reform guidance and training including in the area of defence sector reform. Further priorities include supporting the African Union in developing its own security sector reform strategy. During 2008, the capacity also supported the efforts of the Department of Political Affairs to provide security sector reform support to the United Nations Peacebuilding Support Office in Guinea-Bissau (UNOGBIS), the effort of the United Nations Office in West Africa to support security sector reform in Guinea Conakry and initiatives of the Peacebuilding Support Office to support security sector reform efforts in the United Nations Peacebuilding Support Office in the Central African Republic (BONUCA).

30. The Disarmament, Demobilization and Reintegration Section develops guidance and provides operational support to peacekeeping operations. It supported seven missions during the reporting period, including a start-up of a new component in one mission. The Section has increasingly spent time on contingency planning for a possible new peacekeeping operation in Somalia. The current disarmament, demobilization and reintegration caseload is over 600,000 combatants. Of these, 272,651 have been disarmed and demobilized. The Section also continues to co-chair the 16-member Inter-Agency Working Group on Disarmament, Demobilization and Reintegration, crucial to coordinating joint United Nations actions on disarmament, demobilization and reintegration-related issues.

31. The United Nations Mine Action Service activities continued at a sustained level in support of MONUC, UNMIS and UNAMID. New assessed funds permitted an increase in capability in the United Nations Mission for the Referendum in Western Sahara (MINURSO) and the build-up of capacity in MINURCAT. In UNIFIL, approximately 90 per cent of the work has been completed and plans are being implemented to transfer responsibility for the management of mine action to national authorities from 2009 onwards. The transition planning process is also well advanced in UNMIS. In the future, the Service expects to provide increased assistance in regard to the destruction of cluster munitions and ammunition stockpiles.

32. During 2008 the Criminal Law and Judicial Advisory Section supported 11 peacekeeping and special political missions and is currently preparing an initial concept of activities for possible engagement in Somalia. It supports the justice and corrections components of these missions to assist national authorities in strengthening judicial, legal and prison systems. It also manages a microfunding facility for projects aimed at strengthening the justice and prisons sectors in countries with United Nations missions and operates an Internet-based rule of law forum (the Rule of Law Community of Practice), linking Headquarters and field staff.

Policy, Evaluation and Training Division

33. The Policy, Evaluation and Training Division comprises the Peacekeeping Best Practices Section, the Integrated Training Service and small teams for evaluation and partnerships.

34. The Best Practices Section continued its focus on its core programmes of lesson learning through effective knowledge management, supporting guidance development in both the Department of Peacekeeping Operations and the Department of Field Support, and leading the development of cross-cutting doctrine. These core programmes were detailed in the report of the Secretary-General on Peacekeeping Best Practices (A/62/593 and Corr.1). The Section will also continue to support both Departments with general policy advice.

35. The Section's thematic advisers and focal points on gender, HIV/AIDS, civil affairs and child protection provide policy and technical guidance to field missions and the organizational units of both Departments.

36. The gender mainstreaming System-wide Action Plan for the implementation of Security Council resolution 1325 (2000) was reviewed and updated. Additional guidance materials supporting the work of gender advisers in the field including on how to support national police to promote gender-sensitive policing practices was issued. The Department of Peacekeeping Operations is also fully engaged in the follow-up to Security Council resolution 1820 (2008), including the coordination of the report of the Secretary-General on prevention of sexual violence during conflict.

37. The HIV/AIDS units in missions continue their efforts to provide peacekeepers with HIV education, along with voluntary counselling and testing with assured consent and confidentiality; training of peer educators and HIV counsellors from contingents; and provision of critical supplies, including post-exposure prophylaxis kits, in all missions. Training materials on HIV/AIDS has been improved and as part of this effort, the HIV educational film *Hidden Risk* was dubbed into the languages of the eight largest troop- and police-contributing countries. The peer education training module and the voluntary confidential counselling and testing standard operating procedures are expected to be ready by early 2009.

38. In January 2008, the temporarily appointed child protection focal point began the process of preparing a policy on child protection activities in field missions, in close consultation with the United Nations Children's Fund and the Office of the Special Representative of the Secretary-General for Children and Armed Conflict. Extensive field consultations were conducted and the policy is expected to be finalized in early 2009 and will be followed by a workshop with child protection advisers from all field missions.

39. The Integrated Training Service conducted a strategic training needs assessment in the first half of 2008 with a wide cross-section of peacekeeping personnel, civilian, military and police, and peacekeeping partners, including peacekeeping training institutions. The findings of the needs assessment were translated into a United Nations peacekeeping training strategy, approved by senior management later in 2008. The strategy has been shared with Member States. The development of a set of minimum training standards is a key component of the strategy and has been a priority over the past year. The updated training material and training standards will be available in early 2009. A report with more detailed information on the implementation of the strategy in all its aspects will be submitted to the General Assembly for consideration at its resumed sixty-third session. Training support to Member States is part of the strategy and modalities for strengthening such support are being developed, in close consultation with key stakeholders. The Integrated Training Service is working closely with the thematic advisers and focal points in the Peacekeeping Best Practices Section and the

Conduct and Discipline Unit to ensure that the most up-to-date training materials on HIV/AIDs, gender, child protection and prevention of sexual exploitation and abuse are fully integrated into the minimum standards for pre-deployment training of all United Nations peacekeeping personnel.

40. The small Evaluation Team located within the Peacekeeping Best Practices Section has, in accordance with the Secretariat's evaluation goals for 2008-2009, conducted mission evaluations in support of the revision of the Joint Operations Centre/Joint Mission Analysis Centre policy in MINUSTAH, UNMIS, UNAMID and UNMIT. So far this year, the Evaluation Team has conducted an evaluation of the Department of Peacekeeping Operations, Department of Field Support and Department of Political Affairs planning processes for the transition from UNIOSIL to UNIPSIL, an evaluation of the integrated operational teams, and an evaluation of mission support operations in UNMIS. The Evaluation Team has also provided support for the Police Division-led evaluation of the Standing Police Capacity.

III. Status on progress on the implementation of Peace Operations 2010

41. The Secretariat continues to strengthen the instrument of United Nations peacekeeping by undertaking reforms in accordance with the proposals and lines of reform activity outlined in the Peace Operations 2010 agenda. This vision for reform was formulated in 2005 in close consultation with Member States and is divided into five key areas crucial to successful peacekeeping: personnel, doctrine, partnerships, resources and organization.

Personnel

42. In the report of the Secretary-General on the implementation of the recommendations of the Special Committee on Peacekeeping (A/62/627 and Add.1), the Secretary-General put forward a number of human resources reform proposals aimed at improving the Organization's ability to attract, recruit, retain and rapidly deploy skilled and experienced civilian personnel to peacekeeping operations. They include the streamlining of contractual arrangements, the harmonization of conditions of service of staff in the field with those of the United Nations system agencies, funds and programmes, and the establishment of 2,500 civilian career peacekeepers. The human resources reform proposals are described in detail in the report of the Secretary-General on civilian career peacekeepers (A/61/850) and his report entitled "Detailed proposals for streamlining United Nations contractual arrangements: a way forward" (A/63/298). As of the time of writing the present report, the proposals are under active consideration by the General Assembly.

43. A comprehensive report on welfare and recreation is being prepared, as requested by the Special Committee for review by the General Assembly at its sixty-third session. The report will provide information on the status of welfare and recreation in peacekeeping and special political missions. It will also include proposals for minimum standards of welfare and recreation activities and equipment across peacekeeping and special political missions and the financial implications of such proposals.

44. In April 2008, I approved the convening of an inter-agency working group to study the possibility of establishing a rapidly deployable rule of law capacity to complement the Standing Police Capacity. The working group has been exploring the potential need for a standing secretariat capacity of justice and corrections and possibly of human rights specialists to help start up new missions and reinforce existing ones. The concept being considered is a secretariat capacity in the range of 14 to 17 specialists to be deployed alongside the Standing Policy Capacity, as and if necessary. The working group will finalize its recommendations in early 2009, and the secretariat will be prepared to brief the Committee on the outcome of this process shortly thereafter.

45. To address the issue of negligible levels of participation of women in uniformed services, the Department of Peacekeeping Operations also continues to engage with troop-contributing countries and police-contributing countries on the increased deployment of women uniformed personnel. As part of this engagement, on 26 November, the Department, together with a number of Member States, provided an informal briefing to the Special Committee on experiences of Member States to increase the number of women uniformed peacekeeping personnel. The briefing also reviewed strategies for improving gender-specific priorities of women peacekeepers. The Department is also engaging women from police-contributing and troop-contributing countries that are also hosting peacekeeping missions.

46. On 19 June 2008, the Security Council adopted resolution 1820 (2008) on women, peace and security. The resolution reinforces Council resolution 1325 (2000) and deals mainly with sexual violence in situations of armed conflict. It requests the Secretary-General to submit a report to the Council by 30 June 2009 on implementation of the resolution. The Department of Peacekeeping Operations has been designated by the Secretary-General's Office to lead preparation of the report in consultation with United Nations partners and other concerned stakeholders. In parallel to preparing the report, the Department will be elaborating a comprehensive strategy and operational guidance to support more effective integration of the provisions of resolution 1820 (2008) in the work of peacekeeping missions.

Doctrine

47. The Peace Operations 2010 doctrine agenda is progressing across both Departments. With the publication of the *United Nations Peacekeeping Operations: Principles and Guidelines* in 2008, high-level internal direction has been set for ongoing guidance development in-house. Relevant content from that document is being incorporated into existing training materials and disseminated to missions and among partners, as a reference tool. During 2008, other guidance has been under development, ranging from the revision and finalization of a mission start-up guide and mission liquidation manual, through to standard operating procedures for telecommunications equipment to the launch of police doctrine initiatives. Guidelines for integrated operational teams, the Secretary-General's bulletins on the functions and organization of both the Department of Peacekeeping Operations and the Department of Field Support and guidance on civil-military coordination are also under preparation.

48. Beyond specialist doctrine development, the Department of Peacekeeping Operations and the Department of Field Support doctrine development will require a

concerted cross-departmental strategy to undertake successfully a number of critical doctrinal projects to the end of 2010. Key doctrine development targets under this strategy include a high-level field support doctrine, a document on mission integration and management, guidance on security and crisis management in United Nations peacekeeping, security sector reform guidance, contract management guidance and the finalization of materials on the inter-agency integrated mission planning process. An ongoing Department of Peacekeeping Operations/Office for the Coordination of Humanitarian Affairs study on protection of civilians in the context of peacekeeping mandates may also contribute to doctrine and guidance development in this area of increasing demand.

Partnerships

49. The Partnerships capacity of the Policy, Evaluation and Training Division is another new capacity approved by the General Assembly last year. It is strengthening cooperation with United Nations system entities and international financial institutions including the establishment of a United Nations Development Programme (UNDP)-Department of Peacekeeping Operations work programme that will support the development of joint programming procedures for activities undertaken by missions and a joint benchmarking study to provide templates and guidance for mission planners on how to establish, monitor and evaluate indicators to measure the effectiveness of peacekeeping operations and guide transition planning. The team is working actively with other United Nations entities that play an important operational role in post-conflict contexts, including the Office of the United Nations High Commissioner for Refugees (UNHCR) and the Office of the High Commissioner for Human Rights (OHCHR). It is also actively engaged in system-wide negotiation of a United Nations-World Bank declaration on cooperation in crisis contexts. This is a critical first step to ensuring a more coherent approach between security and development actors so as to enable more rapid response to recovery challenges, in particular the delivery of a peace dividend and support to economic reconstruction.

50. The partnerships capacity has developed joint United Nations-European Union guidelines on planning cooperation where European Union operations deploy in support of United Nations peacekeeping operations; initiated a joint education project to increase knowledge and awareness of respective mission planning and procedures; conducted joint lessons-learned studies on cooperation in the planning and deployment of the multidimensional international presence in Chad and shared United Nations best practices and knowledge management system as the European Union develops a mechanism for lessons learned for civilian crisis management operations. Given the breadth of this cooperation in the field, the importance of regular and sustained engagement with the European Union is essential.

51. The Partnership capacity is cooperating with the African Union peacekeeping support team within the Department of Peacekeeping Operations. The African Union Peacekeeping Support Team continues to develop its workplan jointly with the African Union, emphasizing African Union ownership. The Support Team focuses on three main areas of support: (a) mission planning; (b) mission management; and (c) logistics and resource management. Within these, the Support Team has developed and facilitated a number of projects and direct training support. It also facilitated a study to determine the structural requirements of the African Union Peace Support Operations Division and provided support to the African Union-

United Nations panel on the study on financing for African Union peacekeeping operations established pursuant to Security Council resolution 1809 (2008). The report of the panel is expected to be submitted to the Security Council for its consideration in early 2009. The African Union Peacekeeping Support Team also interacts actively with other African Union capacity-building partners, in New York and Addis Ababa, and through mechanisms such as the G8++ Africa Clearing House and the European Union-United Nations Steering Committee.

52. In addition, the Partnership's capacity has provided support to wider United Nations cooperation initiatives with other regional organizations, including the establishment of a framework agreement on United Nations-North Atlantic Treaty Organization (NATO) cooperation between the respective Secretaries-General of the two organizations to facilitate operational cooperation where the United Nations and NATO operate side by side, and annual consultations with the Organization of the Islamic Conference, Association of Southeast Asian Nations (ASEAN) and the Organization for Security and Cooperation in Europe (OSCE).

Resources

53. In response to a request from the Special Committee, the Department of Peacekeeping Operations developed in early 2007 a draft Reinforcement or Enhanced Rapidly Deployable Capacities Policy. This policy was used to identify the missions most in need of Enhanced Rapidly Deployable Capacities and to define the size and capabilities required for each of these missions. Member States that were assessed to either have a national interest in the mission, or that possessed the capabilities required were subsequently requested to pledge for specific missions. Of the positive responses received, the pledges were insufficient to raise Enhanced Rapidly Deployable Capacities for any mission. During its 2008 session, the Special Committee on Peacekeeping Operations decided to reconvene its informal open-ended working group to consider the next steps. The Secretariat suspended the Reinforcement or Enhanced Rapidly Deployable Capacities Policy and offered to provide technical advice to this working group, which was to report back to the Special Committee at its next substantive session.

54. The Standing Policy Capacity as an operational arm of the Police Division in the Office of Rule of Law and Security Institutions within the Department of Peacekeeping Operations became fully operational during 2008. As requested by the Special Committee on Peacekeeping Operations,[1] a comprehensive report on the first year of operation of SPC was finalized in January 2009 by a Panel of Experts, on issues relevant to the future of the standing police capacity, including its core functions, as well as the required strength, needs of expertise and location of its base.

55. The role of the police in bridging the security gap has become a key feature of United Nations peacekeeping operations today. The Department of Peacekeeping Operations has experienced an unprecedented rise in the authorized strength of police personnel, part of the overall surge in peacekeeping operations. The surge is especially reflected in a marked increase in the number of authorized formed police units. In real terms, the number of authorized police officers has more than doubled,

[1] See *Official Records of the General Assembly, Sixty-second Session, Supplement No. 19* (A/62/19/Rev.1).

from 8,300 in January 2006 to 17,000 in January 2008. With the growth and evolving role of police components of peacekeeping operations, the Police Division has struggled to achieve timely, effective police selection and recruitment and keep pace with the increasing complexity of mandated tasks and volume of support required from the Secretariat.

56. These police challenges have generated frequent calls to review United Nations police operations, including by the Panel on United Nations Peace Operations, the Special Committee on Peacekeeping Operations and the Office of Internal Oversight Services. As a result, a strategic review of United Nations police operations has been conducted by a Review Team undertaking a holistic approach to assessing the needs of United Nations policing today and in the future, including the need to recruit and retain high-quality police specialists as well as strengthen the linkages with judicial, legal and prisons systems. The initial review reveals that the Police Division will need additional resources to be able to meet in an effective and efficient manner the increasingly complex demands that are being placed upon it by Member States. The Department of Peacekeeping Operations has put forward a number of recommendations in this regard for consideration by the General Assembly.

57. A related review on formed police units assessing the operational orders and plans to ensure clarity and conciseness in regard to the use of these units, as well as issues of operational command and tactical control is also under way. Recent events have shown that there is a need to develop and implement specific guidelines pertaining to the equipment, use of weapons and ammunition, and particularly the future role and responsibilities of the formed police units.

58. The Strategic Deployment Stock has proven to be an invaluable resource. In the period between 1 July 2007 and 30 June 2008 alone, a total of 15 missions benefited from the availability of this resource. Several major consignments were dispatched from the Strategic Deployment Stock storage facilities at the United Nations Logistics Base in Brindisi, Italy, to missions in Africa and the Middle East in support of start-up and expansion, and a number of smaller but operationally critical consignments were also shipped during the period. Strategic Deployment Stock is a revolving inventory, it is dynamic in nature and replenishment is an ongoing process. As of 2 December 2008, the overall value of the resource was estimated at approximately $159 million of which approximately $75 million worth of equipment is held in stock and a further $84 million worth of equipment is undergoing replenishment. In light of experience, the Department of Field Support will continue enhancing the operational effectiveness of the Strategic Deployment Stock.

Organization

59. The Department of Field Support was established to provide integrated support to United Nations field operations in the areas of human resources, finance and budgeting, conduct and discipline, logistics, information and communications technology and other administrative and general management matters. In this regard, the Department continues to work closely with the Department of Peacekeeping Operations, the Department of Political Affairs, the Peacebuilding Support Office, the Department of Management and other key partners, to ensure

that field perspectives and needs receive priority attention by the Secretariat and Member States in the planning and decision-making processes.

60. While the Department of Field Support strives to improve the support immediately delivered to some of the most complex and challenging operations in the field, it works to develop a support strategy to improve the efficiency and effectiveness of its service in the longer term. The key aims of the support strategy are: (a) quickly deploy resources while maintaining high accountability and compliance with United Nations rules and regulations; (b) effectively and efficiently protect resources entrusted to the United Nations by the Member States; (c) manage risks; (d) attract, retain, motivate and develop human resources according to the gender and geographical balance objectives of the Organization; (e) foster proper conduct and discipline of all categories of United Nations personnel; (f) ensure operational safety and security, (g) foster coordination and integration with partners; and (h) foster methodical self-evaluation (including collection and analysis of performance data) as a basis for self-improvement.

61. Unity of command and integration in the field have been strengthened through the delegation of overall responsibility to the Special Representative of the Secretary-General/Head of Mission, who reports to the Secretary-General through the Under-Secretary-General for Peacekeeping Operations for all aspects of United Nations operations, including military, police, and administration. Heads of Mission Support in field missions continue to exercise administrative authority under the overall direction of the Head of Mission. This measure was reinforced in February 2008 by a command and control policy clarifying command and control arrangements in the field for uniformed as well as relevant civilian structures and their relationships to each other. At Headquarters, unity of command has been sustained through arrangements envisaged in General Assembly resolution 61/279, by which the Under-Secretary-General for Field Support reports to and receives direction from the Under-Secretary-General for Peacekeeping Operations on all peacekeeping issues.

62. With regard to the redistribution of responsibilities, the Office of Human Resources Management in the Department of Management has proceeded with a general expansion of delegation of authority to the Field Personnel Division within the Department of Field Support to classify field positions up to and including the D-1 level, approve the movement of staff to higher levels, and make discretionary decisions in the management of staff and the administration of benefits. The Department of Management is reviewing a Department of Field Support-produced comprehensive inventory of all human resources management delegations of authority exercised by the Office of Human Resources Management, the Field Personnel Division and field operations, with a view to identifying areas to further align and delegate authorities, so as to address bottlenecks and enhance the recruitment, administration, and management of field staff.

63. In response to the decision of the Secretary-General to renew efforts to improve the coherence and efficiency of the United Nations integrated approach in post-conflict countries, the Department of Peacekeeping Operations is leading a senior-level Integration Steering Group that will address ways to enhance planning and implementation of a United Nations integrated approach and to overcome obstacles, particularly with regard to administrative and support arrangements building on good practice established by missions in the field.

64. The Special Committee on Peacekeeping Operations has devoted much-deserved attention to one form of serious misconduct, namely sexual exploitation and abuse. It has noted that, in addition to the detrimental impact substantiated allegations of such misconduct has on the credibility of peacekeeping missions, troop-contributing countries and United Nations personnel, unsubstantiated and legally unproven allegations of such misconduct may sometimes have a comparably negative effect on the reputation of United Nations peacekeeping. The Secretariat routinely provides feedback to the Member State concerned on the results of investigations conducted by the Office of Internal Oversight Services or other investigative entities in peacekeeping missions. In addition, the Secretariat is developing a reporting mechanism whereby the outcome of disciplinary cases for all categories of personnel is reported to the public for all peacekeeping missions. The reporting mechanism will provide relevant information on the number of cases where allegations are legally unproven, as well as where allegations have been legally proven and corresponding measures taken, either by the Secretariat or by the Member State concerned, depending on the category of personnel.

65. The Department of Field Support is working closely with the Office of Internal Oversight Services to reconcile and share statistical data on misconduct. Although it has not been feasible to develop a common database, the introduction of the new Misconduct Tracking System, by the Conduct and Discipline Unit, on 1 July 2008 is a positive step forward in this direction.

66. Executive Committee on Humanitarian Affairs/Executive Committee on Peace and Security, United Nations and NGO Task Force on Protection from Sexual Exploitation and Abuse continues its work on training, information-sharing, response mechanisms, living and working conditions, and drafting of clarification guidelines on United Nations policy to address sexual exploitation and abuse. In 2008, the Task Force conducted missions to Kenya and Liberia. In 2009, missions are planned to Haiti, Côte d'Ivoire and Nepal. The preparation of implementation guidelines for the comprehensive strategy of assistance and support to victims of sexual exploitation and abuse by United Nations staff and related personnel (resolution 62/214, adopted by the General Assembly in December 2007) is one of the key outputs of the Task Force. The finalized guidelines are expected to be ready at the beginning of 2009.

67. The conduct and discipline teams in missions have continued to ensure the delivery of training for the prevention of sexual exploitation and abuse, for all levels and categories of personnel. At Headquarters, the Conduct and Discipline Unit is developing a new comprehensive training package addressing the issue of misconduct in general.

68. The Department of Peacekeeping Operations continues to expand outreach and partnership support to women's organizations in post-conflict countries to build their capacity to participate in peacebuilding processes. For example, in Liberia and the Democratic Republic of the Congo, the Department of Peacekeeping Operations in partnership with UNDP is supporting national consultations leading to the development of the National Action Plans for the implementation of Security Council resolution 1325 (2000). In Timor-Leste, the mission is working with other United Nations partners to support the Government's efforts to develop a gender strategy. Partnership with women's groups also includes ongoing efforts, for

example, in the Sudan and Timor-Leste, for example, to strengthen their participation in upcoming elections.

IV. Observations

69. The institutional capacity and operational capability of United Nations peacekeeping has increased markedly since the outset of the Brahimi reform process and this is due, in great measure, to the guidance, support and collaboration of Member States. While full success cannot be claimed and setbacks are all too common, it is safe to say that United Nations peacekeeping has played a central role in reducing the threat of renewed conflict creating a framework within which countries can turn from conflict towards peacebuilding and sustainable economic and social development. Post-conflict progress in Kosovo, Liberia, Sierra Leone and Timor-Leste serves as testament to this.

70. With this measured success has come increased demand for United Nations peacekeeping. This is an indication of the confidence Member States have in United Nations peacekeeping. Yet there is a risk that peacekeeping may be too readily called upon, chosen as the response to situations where, in fact, there is no peace to keep. Certainly, peacekeepers must be prepared to deploy robustly to deal with armed spoilers. But, to succeed, peacekeepers need to operate in an environment where at least the main actors have acceded to a peace process and to the deployment of the peacekeeping force. However, increasingly, today United Nations peacekeepers are asked to protect civilians and even hold territory amid spiralling violence between the main parties to the conflict. They are asked to help to stabilize conflict zones, holding the line while awaiting progress from lagging peace negotiations. The Secretariat and Member States will need to consider together where the limits of robust United Nations peacekeeping lie, how protection of civilians and mandates can be implemented in that context, and how to ensure that sufficient resources are available.

71. The ongoing surge has also highlighted the gap between mandates and resources that is widening with this level of worldwide peace operations. The Organization will need to find ways to secure more resources — human and material — or to consider scaling down our mandates and expectations. The lack of helicopters in Darfur is one well-documented example. Troop contributions are becoming scarcer, especially niche and enabling capabilities more easily found in the armed forces of developed Member States. The scale and complexity of United Nations peacekeeping today call for broadening the base of troop-contributing countries and police-contributing countries, to include more Member States of the global North. The presence of peacekeepers from across the entire United Nations membership also sends a powerful political signal to the parties to conflicts. I would welcome a discussion on the issues that may need to be addressed to accomplish this, as I believe broader burden-sharing of troop and police contributions is vital for the operational sustainability and viability of United Nations peacekeeping.

72. In response to the ever-increasing demand and complexity, the United Nations must also continue to build its partnerships with regional organizations and other multilateral and bilateral partners. The aim must be to create, as much complementarity as possible so that expert capacity and comparative advantages can be brought to bear in complex situations on the ground, where the implementation

of one common strategy supported both by the national and international actors covering a wide range of issues: security, political, governance and economic recovery assistance, important both to peacekeeping and peacebuilding, is coordinated and mutually reinforcing.

73. Therefore, to complement peacekeeping capabilities the peacebuilding capacities of the United Nations system must also be reviewed and strengthened where necessary, so that from the outset, early in the peacekeeping phase, if not before, the ground is laid to ensure that national institutions are rebuilt and are able to maintain the peace and foster stability. I will be presenting a report on peacebuilding which will reflect a significant enhancement of our processes and capacities such that the impact of United Nations actions will both lead to visible peace dividend for the benefit of the local people and lay the foundation for sustainable peace and development.

74. Millions of people around the world look to United Nations peacekeeping as their best hope for support and assistance to help them navigate the path of peace and progress while holding the line against renewed conflict. It is imperative, therefore, that the Organization continues to ensure that these expectations are met by strengthening peacekeeping and deploying it with the mandates and resources necessary for success.